

# **Community Advisory Committee Report FY2015**

**To**

**Ray Roberts, Secretary &  
Terri Williams, Deputy Secretary  
Kansas Department of Corrections**

## **Community Advisory Committee Members**

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**Sharon Brown – Director of Field Services, Johnson County Department of Corrections**  
Prevention Appointee, Northern Region

**Keith Clark - Director, 4th Judicial District Community Corrections**  
Graduated Sanctions Appointee, South Eastern Region

**Mark Masterson - Director, Sedgwick County Department of Corrections**  
Prevention Appointee, Central Region

**Melody Pappan - Director, Cowley County Youth Services**  
Prevention Appointee, South Eastern Region

**Venice Sloan - Director, 22<sup>nd</sup> Judicial District Community Corrections**  
Graduated Sanctions Appointee, Northern Region

**Peggy Pratt - Director, Northwest Kansas Juvenile Services**  
Prevention Appointee, Western Region

**Open (2)**  
At-Large Appointees

**\*Open 2 (Vacated 2015)**  
Graduated Sanctions Appointee, Western Region  
Graduated Sanctions Appointee, Central Region

**Submitted  
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## **Introduction**

Pursuant to K.S.A. 75-7056, the Kansas Department of Corrections, Division of Juvenile Services established the Community Advisory Committee (CAC), which is comprised of eight members representing four Kansas regions and two at-large appointments. This statute creates an avenue for the CAC to participate in the KDOC-JS annual budgetary process, as well as a mechanism to provide input regarding prevention services and graduated sanctions programming throughout the 31 judicial districts.

The CAC is charged with the task of submitting an annual report to the JJA Commissioner on or before July 15<sup>th</sup> of each year. The components of this annual report consist of the following:

- A. Efficiencies in the delivery of community supervision services including prevention and graduated sanction programs;
- B. Effectiveness and enhancement of existing prevention, interventions and graduated sanctions;
- C. Identification of new interventions; and
- D. Effectiveness of juvenile justice prevention, intervention and graduated sanctions programs in reducing racial, geographic and other biases that may exist in the juvenile justice system.

The CAC membership meets routinely throughout the year to address topics of interest related to juvenile programming and to prepare the annual report to the Commissioner. The following report represents the consensus findings and recommendations of the CAC. Its contents were generated through a series of meetings and/or correspondence between the members of the CAC and the administrative contacts / program directors they represent in their respective regions.

## **Council of State Governments (CSG) Report**

Nationally, and in Kansas, juvenile justice reform is on the states' legislative agenda's. This is happening because the past decade has seen an explosion of knowledge about adolescent development and the neurological underpinnings of adolescent behavior. A 2012 report from the National Research Council, *Reforming Juvenile Justice: A Developmental Approach*, provided an in-depth analysis of the progress that has been made in both science and policymaking to establish a strong platform for a 21<sup>st</sup>-century juvenile justice system. The report concludes that changes are needed if the juvenile justice system is to meet its aims of holding adolescents accountable, preventing reoffending, and treating youth fairly. It recommends that state governments review their laws and policies to align them with emerging evidence on adolescent development and effective interventions.

In line with this important work, the Kansas juvenile justice system engaged in a study performed by the Council of State Governments. On March 4, 2015 a preliminary report briefing was presented to the combined House and Senate Committees with responsibility to oversee juvenile justice and corrections state policy. The report titled, *Reducing Recidivism for Youth in the Juvenile Services Division of the Kansas Department of Corrections, Analyses and Recommendations*, provides a roadmap with sweeping changes for legislators and state policymakers to study and debate. The final report is due during the summer and legislators

indicated their interest in working during the interim legislative session on potential reforms to propose during the 2016 legislative session.

The purpose for the CAC is to provide community input overlapping many of the issues and recommendations contained in the CSG Preliminary Report. The CAC members have reviewed the CSG report and concur with the recommendations. Juvenile justice reform in Kansas is a top priority from our perspective and we applaud the KDOC-JS for making it a priority and engaging CSG in the process.

For these reasons the CAC report will be supportive of the reforms proposed by CSG. The CAC members offer to be involved in discussions as this process moves forward in designing improvements to the juvenile justice system.

### **Efficiencies in Program Delivery**

➤ **Sex Offender Treatment Contract:** The CAC recognizes efforts by Juvenile Services in the pursuit of utilizing current treatment framework in adult corrections, by issuing an RPF for community sex offender treatment services for the entire State of Kansas. The inclusion of juvenile offender treatment services will address needs in parts of Kansas where services are difficult to coordinate; primarily rural areas. A congruent treatment curriculum and outcomes across all demographics will provide needed data and insight to the effectiveness and efficiencies of treating sex offenders.

Juvenile sex offender research indicates the most effective approaches incorporate a developmental model with the Risk, Needs and Responsivity Model. While distinguishing risk factors specific to sexual offenses from general offending, paying attention to dynamic developmental processes can yield better outcomes in treatment processes (Creeden, 2013). Therefore, it is essential to reduce interferences with normal development processes as much as possible while ensuring public safety. Having specialized foster homes could prevent use of detention for extended periods of time and avoid contagion with housing these lower risk youth with juvenile offenders.

### **Effectiveness and Enhancement of Existing Programming**

➤ **Refocus Prevention Funding To Early Intervention Services:** The commitment of KDOC to continue funding prevention/early intervention programs is recognized but needs change and focus to serve youth with assessed risk for delinquency and services that are evidence based. The Risk Need Responsivity (RNR) Model needs to be fully implemented in juvenile justice. Delinquency prevention funding should support tertiary prevention services AFTER contact with the juvenile system (post-arrest, intake, immediate intervention, detention, charges, diversion, etc.). As the population we serve in community probation, out of home placement, and reduced JCF commitments continue to decline, we need funds to be reinvested in early intervention services and/or programs proven to prevent reoffending. To this end, we need to stop criminalizing youth arrested for minor offenses at schools by supporting arrest diversion programs. KDOC has invested in the RNR Model with adults in Community Corrections and Parole Services

and the same evidence based practices work with juveniles. There has been success in Kansas using this model with published annual evaluation of funded programs by Wichita State University. The most recent report for SFY 2014 is available at this site.  
[http://www.sedgwickcounty.org/corrections/documents/SFY\\_Program\\_Evaluation.pdf](http://www.sedgwickcounty.org/corrections/documents/SFY_Program_Evaluation.pdf)

- **Performance Measures:** Over the last three (3) years, the CAC and Juvenile Services have dedicated significant time and effort to define community performance measures with accurate and timely data for each judicial district. The CAC appreciates the opportunity to participate in the process and believes considerable progress was achieved. The CAC supports data-driven policies and *best* practices but local agencies do not *have the clout* to influence judicial stakeholders to *buy-in to practice changes* no matter how compelling the research. KDOC-JS has provided technical assistance and is offering to continue to do so which is appreciated. Accurate performance measures provide the opportunity for each district to evaluate their programs and system needs and to formulate local comprehensive plans. There is deep concern with the quality of state juvenile justice system data. *This must* be fixed at the state level as recommended by CSG. Reliable data at each point of contact and decision point across the juvenile justice system needs to be collected, monitored to ensure it is reliable and shared to enable policymakers to develop strategies for improvements. Key local stakeholders need to be better engaged in collaborative leadership activities. Requiring local comprehensive plans to be developed and reviewed each few years with data and training should be a goal in any new reform initiative. An example of a local comprehensive plan for prevention and early intervention funding decisions including benchmark outcomes is provided as an example at this site.

[http://www.sedgwickcounty.org/corrections/documents/18th\\_JD\\_Comprehensive\\_Plan.pdf](http://www.sedgwickcounty.org/corrections/documents/18th_JD_Comprehensive_Plan.pdf)

#### Identification of New Interventions and/or Practices

- **Increase family engagement to align with best practices.** Reforms focused on leveraging knowledge of adolescent development must be accompanied with treating youth in the context of their family if lasting behavior changes are to be realized. The family engagement model developed by the Vera Institute for Justice embraces the difficult shift in thinking and practices by professionals to view the family as part of the solution instead of part of the problem. It will require top to bottom changes in policy and practice to accomplish. We support KDOC-JS in their advocacy for this approach in reducing out of home placements.
- **Collaborative Leadership and Cross-Systems Coordination.** Planning, cross training and collaboration on assessments, case plans and blending of JO, CINC, Community Developmental Disability Organizations (CDDO), Education and Behavior Health services needs to be integrated and coordinated for youth with very complex needs and at-risk of crossing-over from CINC or JO status. Local multi-disciplinary teams need to be available to review cases and make recommendations to the juvenile court to better serve these youth in the community.

➤ **Efforts to Reduce Human Trafficking**

Caseworkers need specialized training in dealing with victim issues through a trauma informed approach. Juvenile Intake and Assessment staff is faced with increasing responsibilities for collaboration with law enforcement, attorney general's office, DCF and local human trafficking victim services agency's under new laws in Kansas addressing this population of youth as victims. Most of the youth being identified are already in state custody of DCF (50%) or KDOC-JS (33%). Collaborative approaches need to be developed to work across systems to meet these changes in policy as well as the complex needs of this population. Legally in Kansas and now under Federal law these youth are considered a child welfare responsibility, however many are already in state custody as juvenile offenders when identified as a trafficking victim. These individuals present unique challenges as both an offender by prior adjudication and now a victim in police protective custody for being trafficked. They end up placed in juvenile detention centers and they are not eligible for placement into the staff secure facility with specialized services to address their victimization. The CAC members are concerned about these practices and recommend fair and equal treatment of these youth under Kansas law and policy. A victim needs to be treated first as a victim regardless of their legal custody status as a CINC, JO or Parent/Guardian at the time of placement into police protective custody.

- **Representation from the defense Bar and DCF on JCAB's needs to be mandated by amending the state statute.** Making this change could begin the process of broadening collaborative leadership opportunities and coordination of services. Representation of the defense bar could help promote advocacy in addressing issues of overrepresentation of minority youth in the juvenile justice system, preventing crossover from CINC to JO status, family engagement and human trafficking victims. Advocates for the rights of the youth deserve representation on the local advisory boards.
- **Graduated Sanctions, Intensive Probation, Case Management and Reentry need support and cross training to improve use of evidence based practices.** The CSG recommendations include changes shifting more high and high moderate risk youth to community supervision and away from residential and institutional incarceration. Community supervision officers need training in use of evidence based practices and agencies will need resources to coach and train staff, measure and develop staff skills and to provide cognitive behavioral programming and services with fidelity to safely accomplish risk reduction and recidivism. Significant reinvestment in supervision, training and community programming must occur ahead of these changes to promote public safety.
- **Support current initiative of KDOC-JS to make available evidence based community programs as alternatives to out of home placements.** The CAC supports expansion of Functional Family Therapy (FFT) and Multi-systemic Therapy (MST) across Kansas.
- **Support federal reauthorization of the Juvenile Justice & Delinquency Prevention Act.** Congress is currently working on this legislation and increasing the Title II funding

to States to support it. An important change being proposed is phasing out of the Valid Court Order (VCO) exception allowing Judges to place status offenders and CINC youth into juvenile detention facilities. The CAC supports the VCO change and encourages the State to expedite implementation if it becomes law. The current practice is harmful to youth by increasing their likelihood of engaging in future crime.

- **Adopt change in state statute clearly separating target populations that may be housed in Secure Care Centers versus Juvenile Detention Centers.** Current law permits use of juvenile detention for judicial sentencing of youth who repeat runaway behavior from home (status offenders). Youth may spend up to 180 days in juvenile detention without services to address their needs as Secure Care. There are no Secure Care Centers for males in Kansas and only a few beds for females. Demand for Secure Care far exceeds the supply of beds. Juvenile detention should not continue to be the default placement from status offenders needing Secure Care. This practice is harmful to youth and their futures.
- **Adopt change in state statute to simplify expungement (erasing) of juvenile offense records for youth with only minor offenses.** Juvenile adjudication records for minor offenses can be harmful to youth in adulthood in obtaining employment necessary to becoming productive citizens. The current process is too slow and often requires legal representation to carryout.

The CAC membership has worked hard in the last year to remove barriers and improve the juvenile justice system for the benefit of the communities we serve and the youth and families that rely on us. The level of communication with KDOC-Juvenile Services continues to improve. We appreciate the opportunity to provide input to the Secretary and Deputy Secretary on these important issues.